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Compendium of basic United Nations terminology in governance and public administration

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Preliminary report by the Working Group

Summary

At its fifth session in April 2006, the Committee of Experts on Public Administration decided to establish a working group on basic United Nations terminology in governance and public administration.[1] The present document is a preliminary report produced by the Working Group. It proposes options for developing a glossary of basic terminology, its nature, structure and content, and provides an annex containing some of the terms to be included. To assist the Committee in choosing among the options, the Working Group is continuing to draft prototype definitions for selected terms to illustrate the potential end products for the glossary.

* E/C.16/2007/1.

[1] *Official Records of the Economic and Social Council, 2006, Supplement No. 24* (E/2006/44).

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I. Introduction

1. At its fifth session, the Committee of Experts on Public Administration decided to establish a working group on basic United Nations terminology in governance and public administration.

2. The scope and focus of the terms to be covered by the Working Group are still under discussion, pending the Committee's decision whether the scope should include the terminology used in all United Nations documents related to governance and public administration or only Secretariat documents.

3. The Working Group is composed of the following Committee members: Mario P. Chiti; Peter Anyang' Nyong'o; Taher H. Kanaan; Pan Suk Kim; Anthony Makrydemetres; Joao Paulo Peixoto; Siripurapu Kesava Rao; Prijono Tjiptoherijanto; Werner Jann; Claudia S. Passador; and Joao L. Passador. Mr. Chiti is acting as Coordinator of the Working Group.

4. The Working Group's mandate is to prepare a "compendium" (or preferably a "glossary"; the exact term still needs further discussion) of the basic terminology used in the United Nations, to be presented and approved at the sixth session of the Committee. A technical publication containing the glossary will be subsequently issued by the Secretariat.

II. Character and scope of the glossary and phasing of work

5. To date, three phases of the exercise have been planned: (a) the elaboration of a methodological preliminary report for the sixth session of the Committee; (b) a general discussion of the preliminary report at that session and, upon adoption, the planning of future steps; and (c) the finalization of the glossary within the mandate of the Committee.

6. The character and scope of the glossary the Working Group is proposing are based on the objectives outlined below.

7. The glossary would be included in a United Nations publication, of a non-binding legal nature, aimed at providing the Member States and all other interested parties with a common definition of the basic terms and concepts used in United Nations documents on governance and public administration. There are two uses for such a glossary: to improve the clarity of the intergovernmental deliberations of the United Nations itself; and to assist Member States to better implement United Nations resolutions.

8. Regarding the intergovernmental deliberations of United Nations bodies, at the present time no such glossary exists. It is the Working Group's understanding that United Nations documents and resolutions do not consistently include a definition of the key terms used, as is usually done, for example, by the European Union. Such a lack of consistency could lead to many of the terms being used with different meanings, which could in turn lead to different legal and conceptual interpretations.

9. Regarding the implementation of United Nations collective decisions on governance and public administration, in the absence of a common official terminology each Member State is free to interpret United Nations decisions according to its own general principles or its "administrative culture".

10. An official glossary prepared by the United Nations would have two positive effects: it would ensure clearer discussions on governance and public administration by Member States and more consistent follow-up actions by United Nations offices; and it would promote more uniformity in the implementation of United Nations resolutions by Member States. The objectives that the Committee set out for its Working Group at its fifth session in 2006 are, therefore, particularly ambitious.

11. A deeper analysis of the possible forms such a glossary could take brings up other interesting possibilities. For instance, such a document should not only represent a mere consolidation of the terms most commonly used in United Nations documents (a relevant outcome, in any case) but also aim at forging a common understanding of administrative cultures, encompassing both public policies and administrative practices.

III. Utility and application of the glossary

12. The glossary could substantially contribute to a better global understanding of the governance and administrative concepts and experiences of Member States. Different interpretations from State to State have sometimes been a source of institutional tension. However, the present initiative should not be seen as an attempt to homogenize administrative cultures, which would lead to the loss of the diversity of national cultures and of their specific, rich historical traditions, but rather as an effort to better understand them. The specific connection of public administration terms to the administrative cultures of the language utilized should be taken into account.

13. The uniform application of international decisions, as reflected in international documents, is a relevant factor for improving the quality of administrative performance, mostly in "young" States. Additionally, a common approach would improve the exchange of best practices, the mutual understanding of principles and concepts on public administration, the cross-fertilization of ideas among national legal orders and more effective relations of Member States with the United Nations and other international organizations. In sum, the glossary would be an important instrument in achieving a common approach to public administration issues, as supported in recent United Nations declarations and plans of action such as the United Nations Millennium Declaration. Moreover, the glossary would be a major tool for developing a shared understanding and the perspective of participatory governance — a concept identified by the Committee and by the Economic and Social Council at the core of its governance and public administration initiatives.

14. The usefulness of such an initiative is confirmed by the recent experience of regional organizations, such as the European Union. The European Union has a supranational character because of the strong integration among its Member States and the commonality of their institutions.

15. In the European framework, the recent treaty establishing a constitution for Europe provided that effective implementation of European Union law by the Member States, which is essential for the proper functioning of the Union, should be regarded as a matter of common interest. This is one of the areas in which the European Union can take a coordinating, complementary or supporting role towards its Member States. The effective implementation regarding public administrations,

as "a matter of common interest", implies the sharing of concepts, procedural and organizational rules, as well as of goals.

16. A European glossary could be very useful even in the context of the new approach of the European Union to matters of common interest, based on the Open Method of Coordination, approved by the European Council at the 2000 Lisbon summit. The Method is a new form of coordination on national policies, involving Member States, triggered at their own initiative or at that of the Commission. The issues are defined collectively, accounting for national and regional diversities. The objectives and indicators are identified in a specific area on the basis of national reports, allowing Member States to improve their knowledge, to develop exchanges of information, views, expertise and practices, and to promote, further to agreed-upon objectives, innovative approaches that could possibly lead to guidelines or recommendations. Therefore, a public administration glossary could help in the implementation of those ideas.

IV. Process for proposing terms for inclusion in the glossary

17. After the fifth session of the Committee, the Coordinator of the Working Group received contributions and suggestions by members of the Committee. The list of the suggested terms is contained in the annex. The list is derived from the professional knowledge of the Working Group members, and it reflects their particular experience in the social sciences. In the month prior to the next meeting of the Committee, the members of the Working Group will be asked to indicate new terms. A finalized list to be presented at the forthcoming session of the Committee will be as comprehensive as possible and serve as a basis for subsequent work. The list will, at a later stage, be checked against the list of terms commonly used in official documents and resolutions.

18. According to the plan, the Committee would have an ample list of terms on governance and public administration by the end of 2007, arrived at through the contribution of the Working Group members (and of the Committee itself, at its sixth session) and of Secretariat staff. Such a list of terms will be the basis of the Working Group proceedings in the following year, to be discussed at the seventh session of the Committee.

V. Alternative models of the glossary

19. For each term a file card will be provided, composed of at least a definition and appropriate links. A crucial issue for the Committee to consider is the format of the file card, for which there are three main models, as described below.

20. Model A is a shortened definition, with links to other terms and a concise body of reference acts and materials. It has the value of simplicity, would be easy to consult and would not require any particular professional background for understanding and implementation. The concise definition of the terms could be modelled on the normative criterion used by important jurisdictions and the European Union.

21. Model B provides a wider file card, which obviously would include parts of model A. It would be enriched with appropriate references for in-depth analyses,

such as to culture (encyclopaedias of social science, leading textbooks and monographs, websites, etc.), normative decisions of international organizations, some national legislation, and jurisprudence (if any). The value of B is to give a chance to any institution and professionals concerned to improve their knowledge. Furthermore, the additional part of the file card would not be an essential element of the document. It could be left aside if not relevant, either on that specific occasion or as a rule. A limit of model B is that, due to the articulated presentation of the file card, it might favour a "personalized" interpretation, jeopardizing the uniformity of definition of the terms considered (the primary objective of the glossary).

22. In model C, the official glossary approved by the Committee would be composed only of a concise file, as in the case of model A. But, for all the parties interested and for the general public, the Department of Economic and Social Affairs would put all the possible reference cases and materials on its website; in that way, only the most conscientious national public administrations would make use of this "cultural" part. Model C is supported by the Coordinator.

23. The choice of the glossary model depends also on an agreement on the terms to be defined. Experts on social sciences may easily turn out a large list of concepts, as was demonstrated during the Working Group's first proceedings. However, the definition of such terms and concepts is much more controversial, for three main reasons: (a) the difficulty or impossibility of defining in a general way terms widely used in the English language; (b) the differences in the meaning of the same term in various orders, determined by the specific form of Government of each country; (c) the different juridical disciplines that the legal orders have provided for similar issues.

24. A good example of the first case is the term "accountability", which administrative sciences use to refer to the responsibility of high-level civil servants, as distinct from "policy responsiveness" of politicians. However, in a non-specialized sense, the term "accountability" is synonymous with "responsibility", only clearly different from "legal liability". Should the glossary endorse a "technical" notion (which, in reality, is shared only by administrative scientists), or would it be preferable to accept the general notion (more accepted by all)?

25. An example of the second case is the term "devolution". Unlike "accountability", there is more consensus about "devolution", which refers to the transfer of political and administrative powers from the "centre" (the central State, or simply the State) to locally elected bodies, with a representative nature, which will subsequently act in an autonomous way. The problem is that the term assumes a significantly different scope in the legal orders where it finds application, due to the different institutional models: devolution in a unitary country, such as the United Kingdom, does not correspond to devolution in a "regional State", such as Spain or Italy, nor does it correspond to the devolution possible in a federal State, such as Canada or Germany. In the light of such diversity of context, which gives various meanings to the same term, the problem arises in defining "devolution" in various ways, according to the institutional models.

26. A good example of the third case is that of "independent administrative authorities". The term has been largely used in the last 20 years with reference to a new kind of public body, considered a legal entity mandated to meet the problems raised by the transformations of the State (such as privatization or moving from public ownership to regulation). At its core, the concept is perceived everywhere in

a similar way. At the beginning of the twentieth century, many public bodies outside the State were established to meet the challenges of "social administration". However, while on the one hand, the difficulty applicable to the second case also exists (that of significant differences of institutional contexts), on the other, its definition differs according to the legal regimes under which the bodies operate. The point is easily illustrated by a comparison between the American and French disciplines and their respective internal regimes. Given such complexity, should the glossary be limited to a general definition that might be superficially good for all countries but not adequate in depth for any of them?

VI. Other considerations

27. Having chosen the glossary type, the other problems are only minor: the composition of the Working Group; the language/languages to be used; the static or open character of the text; the opportunity for review by external experts and specialized institutions (such as the International Institute of Administrative Sciences) prior to the official presentation of the glossary.

28. Whether or not the Committee approves the proposals and, consequently, defines an ultimate working plan, the Working Group must be equipped in a more appropriate way. The composition should include all the necessary expertise (for example, lawyers, economists and social scientists). However, the Working Group could comprise the full membership of the Committee or just be a subgroup reporting to it. Furthermore, it would be important to provide the permanent support of a secretariat, useful both for Working Group proceedings and relations with the Secretariat and any other relevant United Nations bodies.

29. As regards linguistic challenges, obviously the glossary would be published in the official languages of the United Nations which would require the translation from English of the preparatory document, with the usual linguistic problems of translation for United Nations documents, exacerbated by the nature of the glossary. In many instances, there are no appropriate equivalents (the case is not only of a formal nature). Most of the references, documents, cases and material are derived from sources from English-speaking countries. Finally, the text must be linguistically simple in order to enhance understanding, and, subsequently, its uniform implementation.

30. The glossary should, in the opinion of the Working Group, be an open text, subject to periodical revisions and enlargements, and to the permanent review of its content in the evolving political and institutional settings. The open and "in progress" character of the glossary suggests that the functions of the Working Group could in the future be transferred to the Secretariat, which would then report regularly to the Committee.

31. Finally, given the innovative nature of the glossary (a text without precedent in international organizations, excluding some early efforts by the Council of Europe), the Working Group considers that a review of the text, with the help of external experts and specialized international institutes, such as the International Institute of Administrative Sciences, would be appropriate. In the same spirit, it proposes a periodical review on the new entries to the glossary.

32. As a further development, the creation of a network composed of national centres with the role of proposing and debating is recommended. Such a network would be a global forum on governance and public administration, giving substance to the idea of participatory governance.

VII. Conclusion and recommendations

33. To conclude, the Working Group is presenting a number of problematic issues and not necessarily conclusive solutions involved in the work. However, as stated above, the decision by the Committee to prepare a glossary on governance and public administration is without precedent in Member States and international organizations. That fact justifies an in-depth discussion at the next Committee meeting. The distinctive membership of the Committee guarantees a sound final decision.

34. The Working Group invites the members of the Committee to focus their discussions on: (a) enlarging the Working Group to include non-Committee members and widen the scope of the substantive disciplines and knowledge; (b) determining the nature of the glossary (i.e., whether to use model A, B, or C); (c) the languages in which the glossary would be published; (d) how to undertake periodic reviews of the glossary; (e) creating a network composed of national centres with the role of proposing and debating governance and public administration issues, including terminology; (f) determining which terms should be included in the glossary; and (g) outlining an action plan for the Working Group.

Annex

Proposed list of terms to be defined

Administrative reform
Affirmative action
Agencification
Agenda setting and policy formation
Arbitration
Balanced score card
Benchmarking
Best practice
Black economy
Capture theory
Centralization
Change management
Citizen participation
Civil service reform vs. public service reform
Civil service vs. public service
Civil society
Co-governance
Competency
Competency assessment
Competency framework
Competition law
Competitive government
Competitiveness
Conflict resolution
Corporate governance
Customer-oriented/driven government
Decentralization
Decentralization (political, administrative and financial)
Democracy
Deregulation
Developing countries
Devolution
Digital divide
Discrimination
Diversity
Diversity management
Downsizing
Economic exploitation
Ecosystem
E-government readiness
Electronic governance (e-governance)
Electronic government
Empowerment
Entitlement
Ethics
Executive agency
External economies and diseconomies

Federalism
Fiscal deficit
Gender
Gender budget
Gender budgeting
Gender equality
Global governance
Globalization
Global/world competitiveness
Good governance
Governance
Governance (administrative)
Governance and public administration
Government reform
Human capital
Human resources development
Human resources management vs. personnel management
Impasse
Inflation and deflation
Information society
Innovation
Intellectual property rights
Intergovernmental relations
International financial relations
International financial system
Keynesianism
Knowledge-based society
Knowledge divide
Learning organization
Lifelong learning
Local autonomy
Local governance
Log-rolling
Management reform
Managerialism
Mentoring
Mercantilism
Mobile government
Multiculturalism
New governance
New public management
Non-governmental organizations
Non-profit organization
Outcomes-oriented budgeting
Paradigms: administrative (public law) vs. entrepreneurial
Participation
Performance agreement
Performance charter/pledge
Performance indicator
Performance management

Performance measurement
Performance-related pay
Policy analysis
Policy evaluation
Policy implementation
Policy marketing
Political marketing
Progressive taxation
Property rights
Public administration
Public body
Public customer relationship management
Public enterprise or corporation
Public integrity
Public management
Public policy
Public-private partnership
Public-private sector partnerships
Public relations
Public sector
Public sector reform
Public union
Public values
Public virtue
QUANGO or non-departmental public body
Reengineering
Regional governance
Regulation
Regulatory reform
Reinventing government
Responsive governance
Restructuring
Result-oriented/driven government
Right to work
Rule of law
Sexual harassment
State-owned enterprise
Strategic human resources management
Structural unemployment
Subsidiarity
Sustainability
Sustainable development
Trade discrimination
Transparency
Virtual State
Wage subsidy
Welfare State

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Review of the United Nations Programme in Public Administration and Finance

Review of the United Nations Programme in Public Administration and Finance

Note by the Secretariat

Summary

According to the terms of reference of the Committee of Experts on Public Administration contained in the annex to Economic and Social Council resolution 2001/45, the Committee is responsible for the review of the work of the Secretariat in the area of public administration. The present note provides an overview of the activities under implementation during the biennium 2006-2007, including a special section on the organization of the seventh Global Forum on Reinventing Government, which will be hosted at United Nations Headquarters in Vienna in June 2007. It also presents the scope of activities planned for implementation in the biennium 2008-2009. Finally, the report includes reference to the strategic framework that will guide the planning of activities for the biennium 2008-2009.

* E/C.16/2007/1.

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I. Introduction

1. The present note highlights the activities of the United Nations Programme in Public Administration and Finance. The Programme's mission is to promote efficient, participatory, accountable and transparent public administration for the attainment of internationally agreed development goals. As previously reported to the Committee of Experts on Public Administration, these activities are carried out along the following functional lines: governance and public administration, socio-economic governance and management, knowledge management and e-government and public administration networking. Each of these thematic lines is composed of key sub-themes.

2. Under the Programme, the Secretariat undertakes an integrated approach of normative and substantive work, information-sharing and networking and technical cooperation. It uses the modalities of advocacy, developing analytical and policy tools, building a common understanding of governance and public administration issues, supporting institution-building, assisting in developing human resources, building technological adequacy and connectivity, information-sharing and exchange of experiences, and coordinating development assistance in public administration. The Secretariat focuses on established and emerging areas, especially in innovation in public administration, post-conflict reconstruction of public administration systems, participatory governance and information communications technology for improving the efficiency, quality and transparency of governance. A few important initiatives undertaken in cooperation with various partners within and outside the United Nations system will also be discussed.

II. Update on activities for the biennium 2006-2007

3. The activities of the United Nations Secretariat in the area of public administration and finance are implemented under subprogramme 8 of section 9 of the programme budget for the biennium 2006-2007 by the Division for Public Administration and Development Management of the Secretariat. The following is a summary of the major activities implemented in 2006, as well as some of the outputs planned for 2007.

A. Public Service Awards (PSA)

4. The United Nations Public Service Awards (UNPSA) Programme is the most prestigious international recognition of excellence in public service. It rewards the creative achievements and contributions of public service institutions to development in countries around the world. Through an annual competition, the Programme promotes the role, professionalism and visibility of public service.

1. PSA 2006

5. The 2006 selection process for the awards brought in 152 nominations from around the world. The awards were given in three different categories: Improving transparency, accountability and responsiveness in the public service; Improving the delivery of services; and Application of information and communication technology (ICT) in government: e-government. A total of 11 nominees doing innovative work

were selected from 11 countries: Canada (The Domestic Violence Front-End Project, the Provincial Court of Manitoba); India (Online Delivery of Land Records, Government of Karnataka, Revenue Department); Brazil (Secretaria de Desenvolvimento Urbano do Estado da Bahia); United Arab Emirates (e-Government Municipal Services, Dubai Municipality); Singapore (Integrated Work Permit Online Services, Work Pass Division, Ministry of Manpower); Rwanda (Assessment and Evaluation for Reconciliation, Rwanda National Examination Council); Zambia (Masaiti District Health Management Board); Australia (Business Entry Point, Australian Government Department of Industry, Tourism and Resources); the Netherlands (Rijnland Internet Election System, Rijnland District Water Control Board); Belgium (e-Government Programme of the Belgian Social Security, Crossroads Bank for Social Security); and the Special Award in Innovations went to the Republic of Korea (The Government Innovation Index (GII), Ministry of Government Administration and Home Affairs).

2. PSA 2007

6. In the 2007 competition, the Public Service Awards will be given in the following three categories: (a) Improving transparency, accountability and responsiveness in the public service; (b) Improving the delivery of services; and (c) Fostering participation in policymaking decisions through innovative mechanisms. For the 2007 competition, 193 nominations have been received from 46 countries. The number of applications, as well as their geographical distribution, has significantly increased compared to last year (146 applications). Four new UNPSA products have also been recently developed in order to provide information about the Awards Programme in a more comprehensive way as well as to give more prominence to its activities and impact on public sector performance around the world:

- A new website on the United Nations Online Network in Public Administration and Finance (UNPAN) featuring, in a user-friendly manner, all information related to UNPSA. It also includes relevant information in the six United Nations official languages;
- A new online database to facilitate online applications;
- Users' guidelines for the online UNPSA database;
- The UNPSA Newsletter;
- A follow-up questionnaire to gather past winners' experiences;
- The new brochure of UNPSA.

B. Major publications

1. *World Public Sector Report*

7. The Group of Experts on the United Nations Programme in Public Administration and Finance, at its 15th meeting, held in May 2000, recommended to the Economic and Social Council the preparation by the Department of Economic and Social Affairs of the Secretariat of a recurrent publication entitled the *World Public Sector Report*. The Council strongly supported that recommendation. More recently, the role of the report in providing an important analytical and operational

contribution for public administration was further recognized by Member States in General Assembly resolution 59/55.

8. The *World Public Sector Report*, published every two years, endeavours to provide an assessment of emerging trends and issues pertaining to governance and public administration. It also intends to study different governments' efforts in reforming specific areas of the public sector, including best practices in public administration and national reform. Best practices and innovations in public administration further present governments with viable and practical opportunities to implement internationally agreed development goals. Emerging principles and strategies in public administration may also serve as a useful example for other countries to emulate. The *World Public Sector Report* seeks to provide policymakers, scholars and civil society organizations with significant information, data and research findings on public sector issues. The report also aims to facilitate and inform discussions on public sector issues on the agenda of United Nations inter-governmental bodies, such as the Economic and Social Council.

9. The first *World Public Sector Report*, released in 2001 and entitled *Globalization and the State*, highlighted the important role which the State must assume in response to the effects and challenges of globalization. Further, the report stressed the need for greater citizen participation and new participatory policymaking processes to ensure that benefits from globalization are maximized. Issued in 2003, the second report focused on the theme of *E-government at the Crossroads*, which looked at the role of e-government in enhancing the capacities of public administration. It also dealt with the required societal context for citizens' engagement, and the use of information and communication technology to support genuine participation. On the other hand, the most recent issue of the *World Public Sector Report*, entitled *Unlocking the Human Potential for Public Sector Performance*, published in 2005, emphasized the significant role of people and human resource management in effective public administration around the world. The report also noted the emergence of a responsive type of governance that supports the need for greater openness, increased networks and partnerships with civil society and the private sector.

10. As evidenced by the continuous reference of the previous editions of the *World Public Sector Report* to the theme of participation, it is clear that, while recognition of the concept of "participatory governance" is not new, the magnitude of the drive towards the promotion of this concept is unprecedented. Indeed, nearly a decade ago in 1996, the General Assembly, in its resolution 50/225, reaffirmed "the importance of enhancing the quality of public administration based, inter alia, on the participatory approach to development" and recognized the need for "strengthening of partnership of the public sector with the private sector and civil society ... which supports all phases of the development process as well as the promotion of opportunities for all to participate in all spheres of the public sector". More recently, the Economic and Social Council, in its resolution 2005/55 reaffirmed "the need to deepen the participatory processes of government to ensure citizens' engagement to achieve the internationally agreed development goals, including those contained in the Millennium Declaration".

11. In recognition of the increasing necessity of deepening citizens' participation for attaining good governance, it is both timely and pertinent for the Division for Public Administration and Development Management to dedicate the forthcoming

edition of the *World Public Sector Report* to *Participatory Governance*. As a component of its agenda, the report endeavours to deliberate issues of institutional frameworks, processes and capacity-building interventions relevant to the introduction of participatory governance within the development management structure of the government. The report will: (a) explain the concept of participation, distinguishing in the process the concepts of governance and participatory governance on the one hand and participatory governance and formal democracy on the other; (b) elaborate the rationale of participation; and (c) provide an overview of the lessons learned from the ensuing chapters regarding the preconditions for effective participation.

12. The Committee of Experts on Public Administration, at its sixth session, will provide further guidance and insights in the preparation of the *World Public Sector Report* before its finalization.

2. Other publications

- *Compendium of Innovative E-government Practices* (Edition II), which provides 200 cases from 75 countries of all regions on government initiatives in developing e-service, e-education, e-health, e-democracy, e-procurement, e-commerce and so forth for the benefit of their citizens
- *United Nations E-government Readiness Knowledge Base*, which provides governments and all members of civil society easy access to this valuable information for research, education and planning and learning purposes
- *The Global Political Economy in the Knowledge Age*, which suggests, based on the well-accepted premise, that the key technology to stimulate growth is ICT
- *Innovations in Governance and Public Administration: Replicating What Works* is the first book ever published on innovations in governance and public administration with a special focus on how to adapt innovations in governance from one country to another. Since its release in August 2006, this publication has been adopted as a textbook in a number of universities, including Leiden University in the Netherlands, the Getulio Vargas Foundation in Brazil and the National University of Singapore. It is available in over 26 major university libraries and has been posted on several organizations' websites
- *Innovations in Governance in the Middle East, North Africa and Western Balkans: Making Governments Work Better in the Mediterranean Region*
- *Governance in the Middle East, North Africa and Western Balkans: Challenges and Priorities in Reforming Public Administration*
- *Participatory Planning and Budgeting at the Subnational Level*, published by the Division for Public Administration and Development Management in collaboration with the Eastern Regional Organization for Public Administration (EROPA), articulates the increasing importance of citizen participation in the allocation of financial resources to contribute to improved service delivery and more transparent and accountable local governance
- *Fighting Urban Poverty: Which Participatory Approaches?*, published by the Division for Public Administration and Development Management in

collaboration with the Directorate General for Development Cooperation, Italy, addresses the emerging phenomenon of urban poverty and its implications for government and civil society collaboration in planning urban poverty alleviation strategies and policies

C. Ad Hoc Expert Group meetings

- Expert Group Meeting on "E-participation and e-government: understanding the present and creating the future"

  The meeting, through the transfer and exchange of ideas from multi-stakeholders, furthered the thinking of the United Nations on e-participation and e-government by exploring and identifying issues and challenges facing both governments and citizens in their quest for human development, inclusion and empowerment

- Expert Group Meeting on "Ethics, integrity and accountability in the public sector: rebuilding trust in government through implementation of the United Nations Convention against Corruption"

  Around 30 experts discussed how the preventive provisions of the Convention against Corruption — such as anti-corruption commissions, codes of conduct and sound public assets management — can contribute to rebuilding trust in government. They agreed that the United Nations can play a valuable role by disseminating good practices and guidelines, training and building a network of middle-level managers, and supporting research into the corruption risks in managing public property. The deliberations of this meeting were fed into the discussions of the Regional Forum

- Expert Group Meeting on "Engaged governance: citizen participation in the implementation of the development goals, including the Millennium Development Goals"

  This meeting provided a platform for discussion among recognized experts on the concept and related aspects of participation and engaged governance

D. United Nations Online Network in Public Administration and Finance (UNPAN)

13. The Department of Public Administration and Development Management has continuously developed the UNPAN network and its portal in recent years in order to respond to and meet the requests of the Economic and Social Council (resolutions 2005/55 and 2006/47) and the General Assembly (resolutions 59/55 and 60/34) and its clients throughout the world, in particular those from developing countries. In view of the above, specific actions that have been undertaken in the wake of the fifth session of the Committee of Experts on Public Administration are as follows.

1. UNPAN content development

(a) A full-fledged online training course through UNPAN on "E-government: What a Government Leader Should Know" was introduced. During the past year,

829 participants, of whom 80 per cent were from developing countries, registered for this three-session course.

(b) UNPAN has recently engaged a number of its members to develop, in cooperation with the Division for Public Administration and Development Management, additional online courses. The courses to be developed include:

(i) Knowledge management in government (DPADM/RCOCI[1])

(ii) Decentralized governance (DPADM/IDEP[2])

(iii) Results-based monitoring and evaluation (DPADM/EROPA[3]/ASPA[4])

(c) In the last year and a half, 4,901 documents were entered on UNPAN, bringing the overall total to 23,868.

(d) Further development and updating of the Directory of Contacts in Public Administration. In the last year and a half, 3,388 contacts were entered/updated, bringing the overall total to approximately 7,000.

2. UNPAN technical system upgrade

14. The technical facilities of the UNPAN portal were upgraded to make it more user-friendly, easier to navigate, and more transparent and interactive, providing easier access for users to participate in information-sharing and monitoring the performance of the UNPAN portal. The upgraded portal will provide a decentralized Internet-based platform that will enable the UNPAN contributors to manage their part of the knowledge, information and products directly.

3. UNPAN network expansion

15. The network membership has been expanded into subregions. Last year, the following new members officially joined the network:

- African Association for Public Administration and Management (AAPAM)
- Centre for Good Governance (CGG)
- South African Centre for Public Service Innovation (CPSI)
- International Center for Civic Engagement (ICCE)
- National Association of Schools of Public Affairs and Administration (NASPAA)
- Supreme School of Privatization and Entrepreneurship (SSPE)
- United Nations Project Office on Governance (UNGC)

16. The Division for Public Administration and Development Management is finalizing the agreement with the following institutions:

- Dubai School of Government
- Instituto Centroamericano de Administración Pública (ICAP)

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[1] Division for Public Administration and Development Management/Regional Cooperation Office for City Informatization.

[2] African Institute for Economic Development and Planning.

[3] Eastern Regional Organization for Public Administration.

[4] American Society for Public Administration.

4. UNPAN Information Services

17. On a regular basis, information-desk and help-desk services have been provided to UNPAN users worldwide. Replies to the inquiries have always been provided within 24 hours. To date, 1,727 requests have been answered in the past year and a half, bringing the responses to an overall total of 6,831.

E. The seventh Global Forum on Reinventing Government

18. From 26 to 29 June 2007, the United Nations will host the seventh Global Forum on Reinventing Government at United Nations Headquarters in Vienna as part of a United Nations system-wide effort on the theme, "Building trust in government". The Forum will consist of an opening ceremony, seven plenary sessions, seven capacity development workshops, a wrap-up session, a closing ceremony, and specialized meetings designed to facilitate the exchange of good practices, innovations and strategies which improve governance and help to build trust in government. Led by the Department of Economic and Social Affairs of the Secretariat, approximately 30 organizations are combining their efforts to organize the workshops as members of the Institutional Partners Group (IPG). Members of IPG currently include the United Nations Development Programme (UNDP), the United Nations Democracy Fund (UNDEF), the United Nations Human Settlements Programme (UN-Habitat) and the United Nations Office on Drugs and Crime (UNODC), as well as many external organizations such as Harvard University and Transparency International.

19. The highest level of participation in the Global Forum is expected, through the involvement of Heads of State and Government in the opening ceremony. Several thousand participants are anticipated, including ministers, senior government officials, parliamentarians, civil society organizations and the private sector. The Forum represents one of the largest and most inclusive activities focused on governance. Information on the event is available to the public through www.7thglobalforum.org, which also offers online registration for participants.

20. In preparation for the Global Forum, a series of regional forums have been held to enable the identification and discussion of region-specific issues related to the overriding theme. The conclusions and key areas of consensus which emerge from the regional forums will be presented at the Global Forum during its plenary sessions. Regional forums have already been held in Africa (Addis Ababa, December 2006), the Arab States (Dubai, April 2006), Asia (Seoul, September 2006), Eastern Europe (St. Petersburg, December 2006) and the Pacific Islands (Nadi, February 2006). Additional regional forums will take place in Latin America (Brasilia, May 2007), Western Europe (Rome, May 2007) and the Caribbean States (April 2007).

21. At the organizational and substantive levels, meetings have also been held for the Institutional Partners Group, the Advisory Committee, as well as the High-level Organizing Committee, which comprises ambassadors and senior representatives from Austria, Brazil, France, Italy, Mexico, Morocco, the Republic of Korea and the United States of America. The latter Committee met most recently at United Nations Headquarters in New York on 15 December 2006, at a meeting which was chaired by the Under-Secretary-General for Economic and Social Affairs.

F. Major meetings

- World Summit on the Information Society (WSIS) implementation consultation meetings on action lines (held on 16 May 2006): C1 — The Role of Public Governance Authorities and All Stakeholders in the Promotion of ICTs for Development; and C7 — ICT Applications: e-government. The objective of the meetings was to exchange information and discuss possible cooperation modalities among stakeholders for the implementation of the WSIS Action Lines C1 and C7eGov.

- Sixth Annual Forum on City Informatization in the Asia-Pacific Region on the Role of Local Governance: Better Life for All, Shanghai, China, 18 and 19 October 2006. The objectives of the Forum were to provide a platform for policy and decision makers of municipal governments in that region to exchange their views, strategic plans, and experiences in the development of the information industry and the applications of information technology; to promote intercountry, regional and international cooperation, particularly South-South cooperation; to promote the economic and social development of the municipalities (or regions); and to further reduce the imbalances in informatization and in the citizens' access to information among cities in the Asia-Pacific region.

- Panel on E-government for Participation and Inclusion — Special event in the Second Committee of the sixty-first session of the General Assembly, New York, United Nations Headquarters, 3 November 2006. The Panel discussed ways to further the thinking of the United Nations on e-participation and e-inclusion by exploring and identifying issues and challenges facing both governments and citizens in their quest to devise ICT-led participatory and inclusive policies and programmes. It focused on major trends in e-participation by reviewing existing approaches worldwide and analysing the structural and process changes associated with participatory and inclusive approaches to ICT development programmes.

- Meeting for the "Launch of the Network of Innovators in Governance in the Mediterranean Region", Marseille, France, 5 and 6 June 2006. The Network was established during the meeting organized by the Division for Public Administration and Development Management of the Department of Economic and Social Affairs, in collaboration with the World Bank Institute. The meeting was attended by over 40 participants, including deputy ministers and high-level officials from the Arab region — the Middle East, North Africa — and the western Balkans, as well as experts from regional and international organizations and academia.

- Pan African Conference of Ministers of Local Government on Leadership Capacity-Building for Decentralized Governance and Poverty Reduction in Africa on the theme, "Strengthening competencies for participatory planning and budgeting for effective local-level delivery of services", organized in collaboration with the Municipal Development Partnership, Eastern and Southern Africa Regional Office, the United Nations Capital Development Fund (UNCDF) and the United Nations Development Programme (UNDP). The Conference was hosted by the Ministry of Local Government in Maseru, Lesotho, from 30 August to 1 September 2006. The Conference Declaration

calls upon the Department of Economic and Social Affairs of the Secretariat, among other things, to work with ministries in charge of local governments, as well as local governments in Africa, to strengthen their capacities for implementing effective decentralization processes with a view to meeting requirements for achieving the Millennium Development Goals.

- International Seminar on Citizen Participation in Public Management, Lima, Peru, 23 and 24 January 2006. This seminar was conducted by the Division for Public Administration and Development Management and the University Inca Garcilaso de la Vega to analyse and promote innovative channels of participation of civil society in the decision making and execution processes related to public administration and services. It was attended by more than 300 public officials from all of Latin America.

- International Round Table on the Economic and Social Council for Bolivia, La Paz, Bolivia, 13-15 June 2006. Experts from Bolivia, Brazil, the Netherlands and Spain were brought together by the Division to finalize a proposal of an economic and social council for Bolivia to be introduced for the consideration of the Bolivian Constituent Assembly.

- Building National Capacities for Conflict Prevention and Transformation: a review and sharing of experiences (Istanbul, March 2006). This meeting marked the largest United Nations gathering of United Nations and UNDP staff, with national, multilateral and bilateral partners and international experts from 11 countries involved in conflict prevention and transformation work.

- Panel on Accountability from the Bottom, 19 July 2006, Monterrey, Mexico, organized by the Division for Public Administration and Development Management during the third Regional/International Conference on Transparency for Better Governance. The Panel addressed the issue of civic engagement in public accountability.

G. Technical cooperation

22. The Division for Public Administration and Development Management carries out through its three substantive branches technical cooperation activities on subjects falling within the mandate of the Division in the form of advisory services and training activities. The overall thrust of the Division's technical cooperation programme is to assist, at the request of Member States, in the capacity-building of government officials and institutions and increasingly of civil society organizations for the reform and modernization of public administration. It should be noted that the findings and recommendations of advisory missions and the outcomes of training activities, including their publications, feed into the normative and advocacy work of the Division as well as support the intergovernmental dialogue of the Economic and Social Council and the Committee of Experts on Public Administration.

23. Though demand-driven, the Division's technical cooperation activities conform to the priority themes set out by the Economic and Social Council and the Committee of Experts on Public Administration. In this regard, for 2005, over 100 technical cooperation projects were initiated and implemented in the following areas: (a) improvement of transparency and accountability, (b) decentralized

governance, (c) participatory and equitable governance, (d) post-conflict governance, (e) ICT application to governance (e-governance), and (f) governance for poverty alleviation (pro-poor governance).

24. The budget of technical cooperation projects comes from the United Nations regular budget for technical cooperation, the United Nations Development Account, the extrabudgetary sources (UNDP and UNDP-administered funds) and numerous funds-in-trust with the contributions from donor countries and other agencies.

1. Training workshops

25. In addition to training courses available online, a number of training workshops for the participants from the developing countries were organized in 2006, including:

- Training Seminar for Diplomats on E-Governance for Development
- The Africa Governance Inventory as a governance information tool supporting the African Peer Review Mechanism
- Two training seminars for high-level government officials on the implementation of the Ibero-American Charter for the Public Service
- Training workshop/consultation on capacity-building for the management and mediation of conflict
- Workshop on Enhancing Knowledge and Skills in Reforming Public Administration in a Challenging World

2. Major technical cooperation projects

- Strengthening Parliament's Information Systems in Africa: A regional capacity-building initiative
- Training Programme on Peacebuilding and Good Governance for African Civilian Personnel in Ghana
- Africa Governance Inventory (AGI) — Initiative
- Implementation of anti-corruption measures in Brazil
- Caribbean Regional Technical and Advisory Support Facility (TASF)
- Programme for Innovation in Public Administration in the Mediterranean Region — InnovMed
- E-government development projects in Belize, Jamaica, Lesotho, Morocco, Saint Lucia and Saint Vincent and the Grenadines

II'. Activities planned for the biennium 2008-2009

26. The activities to be implemented during the biennium 2008-2009 will be aimed at achieving the objectives of subprogramme 8 (public administration and development management), of the biennial programme plan[1] that was adopted by the General Assembly at its sixty-first session (resolution 61/235).

A. Strategic framework for the period 2008-2009

27. Objectives for the biennium, expected accomplishments, indicators of achievement and performance measures:

Objective of the Organization: to promote progress on key cross-cutting issues of governance and public administration in ways that help Member States advance the integrated and effective implementation of internationally agreed development goals, including those contained in the United Nations Millennium Declaration and in the outcomes of the major United Nations conferences

Expected accomplishments of the Secretariat	Indicators of achievement
(a) Enriched dialogue on improved understanding of the cross-cutting issues of public sector reform, participatory governance, capacity-building and promotion of professionalism and ethics, and knowledge management for development	(a) Increased number of references, recommendations and decisions aimed at facilitating intergovernmental dialogue on the cross-cutting issues in the area of public administration found in reports, declarations and resolutions *Performance measures*: 2004-2005: 4 references, recommendations and decisions Estimate 2006-2007: 6 references, recommendations and decisions Target 2008-2009: 6 references, recommendations and decisions
(b) Enhanced knowledge and improved exchange of innovations and good practices in the area of public sector reform, participatory governance and knowledge management for development	(b) Increased number of visits to and downloads from the United Nations Online Network in Public Administration and Finance *Performance measure*: 2004-2005: 22,000,000 page/documents views/downloads Estimate 2006-2007: 25,000,000 page/documents views/downloads Target 2008-2009: 27,000,000 page/document views/downloads

[1] A/61/6 (Prog. 7). To be issued as *Official Records of the General Assembly, Sixty-first Session, Supplement No. 6* (A/61/6/Rev.1).

(c) Enhanced capacity of national Governments to strengthen participatory governance, professionalism and accountability in the public sector for improved performance, including through the use of information and communication technologies	(c) The number of methodological and technical recommendations implemented by Member States as a result of advisory services and technical cooperation projects *Performance measures*: 2004-2005: 25 implemented recommendations Estimate 2006-2007: 25 implemented recommendations Target 2008-2009: 27 implemented recommendations

Strategy

The Division for Public Administration and Development Management is responsible for the subprogramme. The strategy is based on an integrated approach comprising advocacy, the provision of substantive support to relevant intergovernmental bodies, analytical work, advisory services, technical cooperation and training, the dissemination of best practices and experiences, information-sharing and network-building. It is aimed at:

(a) Promoting greater awareness, common approaches, understanding and innovative policy options among Member States in the following four substantive areas: post-conflict reconstruction of governance and public administration systems; participatory governance; capacity-building and promotion of professionalism and ethics in the public sector; and information and communication technology for development;

(b) Focusing also on the themes associated with the four substantive areas, including public sector leadership, judicial and legislative administration and institutional capacity-building for agencies involved in regulatory reforms, budgeting, revenue administration, the administration of incentives and development assistance management;

(c) Devoting special attention to countries emerging from conflict or crisis;

(d) Strengthening cooperation and collaboration of regional and professional organizations within and outside the United Nations system to maximize the impact of their respective activities.

28. One of the main challenges of the Secretariat has been that of better corroboration of the expected accomplishments and the related indicators of achievements within the context of the Results-Based Budgeting. The advice of the Committee in this respect will be welcome.

B. Activities proposed for 2008-2009

29. The following activities in public administration are contained in the proposed programme budget for the biennium 2008-2009 submitted by the Division for Public Administration and Development Management under subprogramme 8. The views of the Committee are sought so that they can be taken into account in the finalization of the budget document.

1. **Servicing of intergovernmental/expert bodies**

Substantive servicing of meetings

General Assembly (8 meetings); panels as required by the Assembly on emerging issues in the public sector (2); Economic and Social Council (12 meetings); panels as required by the Council on emerging trends in the public sector (2); meetings of the Committee of Experts on Public Administration (2 meetings), including also provision of technical servicing (20 plenary and 8 working group meetings).

Parliamentary documentation

(a) General Assembly: reports mandated by resolutions of the sixty-second and sixty-third sessions of the General Assembly on public administration and development (2);

(b) Economic and Social Council: report on the seventh session of the Committee of Experts on Public Administration (1); report on the eighth session of the Committee of Experts on Public Administration (1);

(c) Seventh session of the Committee of Experts on Public Administration: analytical/working papers on selected issues (4); report on the United Nations Programme in Public Administration and Finance (1); report on emerging trends in the public sector (1);

(d) Eighth session of the Committee of Experts on Public Administration: analytical/working papers on selected issues (4); report on the United Nations Programme in Public Administration and Finance (1); report on emerging trends in the public sector (1).

Other services provided (Ad Hoc Group of Experts meetings)

(a) Connecting government for better public service delivery;

(b) Assessing ICT-based knowledge management in government;

(c) Government/civil society organizations partnership-building in post-conflict situations;

(d) Trust-building through improved public accountability mechanisms;

(e) Restructuring post-conflict governance and public administration;

(f) Leadership capacity-building in the public sector for development.

2. **Other substantive activities**

Mandated recurrent publications

(a) Compendium of Best Practices and Innovation in Public Administration (2);

(b) Compendium of Electronic/Mobile — Government Innovative Practices and Lessons Learned (2);

(c) *World Public Sector Report* (1);

(d) United Nations Global electronic/mobile — Government readiness report for 2008-2009: trends and impact of ICT in development (1);

(e) Country profiles of public administration (1);

(f) United Nations Public Service Awards report (2).

Mandated non-recurrent publications

(a) Report on connecting government for better public service delivery;

(b) Report on assessing ICT-based knowledge management in government;

(c) Report on Government/civil society organizations partnership-building in post-conflict situations;

(d) Report on trust-building through improved public accountability mechanisms;

(e) Report on restructuring post-conflict governance and public administration;

(f) Report on leadership capacity-building in the public sector for development.

Special events

(a) Support to five regional ministerial meetings on emerging trends in the public sector (in cooperation with the regional commissions) (5);

(b) Public Service Awards competition (In decision 2000/231 of 27 July 2000, the Economic and Social Council recommended the establishment of awards to recognize institutional contributions made to enhance the role, prestige and visibility of public service. The awards, created to draw attention to best practices, are being given every year (2);

(c) Provision of substantive and organizational support for the observance of Public Service Day (2).

Technical material

(a) Development Administration Newsletter (4);

(b) Maintenance and improvement of the website on the administration and cost of elections (1);

(c) Maintenance and update of the database on African governance online inventory (1);

(d) Maintenance and update of the database on conflict management organizations, programmes and practitioners (1);

(e) Maintenance and update of the database on innovation in public administration in the Euro-Mediterranean region (1);

(f) Maintenance and update of the United Nations Online Network in Public Administration and Finance (UNPAN) (1);

(g) Maintenance and update of the database of online interactive inventory of ICT solutions for electronic/mobile government development (1);

(h) Maintenance and update of the database on United Nations electronic/mobile government knowledge base (1);

(i) Maintenance and update of the database on Caribbean electronic/mobile government knowledge bank (1);

(j) Working /discussion papers on specialized issues (8).

Audio-visual resources

Training materials on CD-ROM or online (4).

Substantive servicing of inter-agency meetings

Substantive support to the Global Forum on Reinventing Government (1); support to global and regional technical meetings organized by partner institutions (10).